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Message Text

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ACTION EUR-12

INFO OCT-01 IO-13 ISO-00 EURE-00 SSO-00 NSCE-00 USIE-00
INRE-00 CIAE-00 DODE-00 PM-04 H-01 INR-07 L-03
NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 CAB-02
COME-00 DOTE-00 EB-08 FAA-00 /075 W
----------181802Z 114910 /43
O P 181645Z MAR 77
FM AMEMBASSY ANKARA
TO SECSTATE WASHDC IMMEDIATE 6828
INFO AMEMBASSY ATHENS
AMEMBASSY BONN
AMEMBASSY BRUSSELS
AMEMBASSY COPENHAGEN
AMEMBASSY LONDON
AMEMBASSY PARIS
AMEMBASSY NICOSIA PRIORITY
AMEMBASSY ROME
AMEMBASSY THE HAGUE
AMCONSUL MONTREAL
USMISSION USUN NEW YORK
USMISSION EC BRUSSELS
USMISSION NATO
CINCEUR

C O N F I D E N T I A L SECTION 1 OF 2 ANKARA 2040

CINCEUR FOR POLAD

E.O. 11652:GDS
TAGS: PFOR, EAIR, PORG, CY, TU, US, ICAO
SUBJECT: NORTHERN CYPRUS AIRSPACE ISSUE

REF: STATE 59888 (DTG 172335Z MAR 77)

1. IN ACCORDANCE WITH REFTEL I MET WITH MFA SECGEN
ELEKDAG MORNING MARCH 18. USING THE SIX SUGGESTED TALKING POINTS,
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I MADE A STRONG APPEAL THAT THE GOT STUDY USG CONCERNS AND
ARRANGE TO DELAY THE ESTABLISHMENT OF THE ADVISORY ZONE UNTIL
THESE CONCERNS WERE FULLY CONSIDERED. AT THE CONCLUSION
OF THE MEETING, I LEFT AT ELEKDAG'S REQUEST A BOUT DE PAPIER
CONTAINING FIVE OF REFTEL'S SIX TALKING POINTS. (HAVING
ANTICIPATED ELEKDAG WOULD WANT A WRITTEN VERSION OF MY DEMARCHE,
I HAD PREPARED THE BOUT DE PAPIER, BUT HAD CONSCIOUSLY

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EXCLUDED THE ASSERTION THAT WE CONSIDERED THE GOT AS
HAVING THE PRIMARY RESPONSIBILITY FOR SUCH THINGS IN
NORTHERN CYPRUS, SINCE I BELIEVED IT WOULD BE MORE
EFFECTIVELY USED IN REBUTTAL TO A STATEMENT THAT THE
ACTION WAS TAKEN BY THE TFSC AND NOT BY THE GOT. HE
DID IN FACT MAKE THIS ASSERTION AND I REBUTTED IT WITH
THE REMAINING POINT IN MY INSTRUCTIONS.)

2. AT THE CONCLUSION OF MY PRESENTATION, ELEKDAG MADE
THE FOLLOWING POINTS:
A. THE AIR CONTROL SERVICE THAT IS BEING ESTABLISHED
IS AN ADVISORY SERVICE. IT IS NOT REPEAT NOT A DECLARATION
OF AN FIR.
B. IT IS BEING ESTABLISHED BY THE TFSC, NOT THE GOT.
C. ITS PURPOSE IS TO IMPROVE AIR SAFETY BY PROVIDING
AN AIR TRAFFIC SERVICE WHERE NONE HAS BEEN PROVIDED FOR
THE LAST 2 1/2 YEARS.
D. CREATION OF THE ADVISORY SERVICE IS NOT A SOVEREIGN
ACT AND DOES NOT CREATE AN ILLEGAL SITUATION.
E. TURKISH-CYPRIOT AIRLINE PILOTS HAD PREVIOUSLY
BEEN FORCED TO NAVIGATE BY SIGHT WHEN FLYING IN THE
AREA, AND WITH THE ADVENT OF NIGHT FLYING INTO ERCAN,
THE NECESSITY WAS CREATED FOR AN AIR TRAFFIC SERVICE.
F. IN SUMMARY, THE BASIC REASONS FOR THE CREATION OF THE
ADVISORY ZONE ARE TECHNICAL AND HUMANITARIAN; I.E., A CONCERN
FOR THE SAFETY OF AIR TRAVELLERS PASSING THROUGH THE AIR
SPACE NORTH OF CYPRUS.

3. IN RESPONSE TO ELEKDAG'S POINT THAT THE ADVISORY
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SERVICE WAS BEING ESTABLISHED BY THE TFSC AND NOT THE
GOT, I SPOKE AS NOTED ABOVE. I ALSO SAID THAT DESPITE
HIS ASSURANCES THAT THE BASIC REASON FOR THE CREATION OF
THE ADVISORY ZONE WAS TO PROVIDE FOR SAFETY, IT SEEMED
TO ME THAT IN FACT THE TURKISH ACTION COULD COMPLICATE
THE SITUATION AND WAS THEREFORE POTENTIALLY HAZARDOUS.
I AGAIN EMPHASIZED THE UNWELCOME UNILATERAL CHARACTER
OF THE DECISION AND NOTED THAT IT WAS BEING MADE AND IMPLEMENTED
CONTRARY TO ESTABLISHED PROCEDURES. I URGED THAT THE
DECISION SHOULD BE RECONSIDERED AND THE PROBLEM PUT BEFORE ICAO.

4. AFTER BRIEF CONSULTATION WITH MFA DEPUTY DIRECTOR
FOR INTERNATIONAL ORGANIZATION AFFAIRS, GUNER OZTEK, ELEKDAG
SAID THAT HE WOULD PROVIDE ME LATER IN THE DAY WITH A COPY OF
THE NOTAM PUBLISHED BY LARNACA WHICH REPORTEDLY SUSPENDED
AIR TRAFFIC SERVICE (ATS) IN THE AREA NORTH OF CYPRUS. ELEKDAG
SAID THAT THE NEWLY CREATED ADVISORY SERVICE WOULD THUS FILL
A GAP AND WOULD NOT CREATE CONFUSION AS I SUGGESTED.

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5. ELEKDAG THEN SAID THAT ONE POSSIBLE SOLUTION TO THE
PROBLEM WOULD BE TO REOPEN THE NICOSIA INTERNATIONAL AIRPORT
AS GOT HAD PROPOSED IN THE PAST. I POINTED OUT THERE
WERE A NUMBER OF POLITICAL PROBLEMS INVOLVED IN SUCH A STEP
WHICH MIGHT MAKE A RAPID SOLUTION VIA THIS ROUTE DIFFICULT
TO ACHIEVE. AS A SIMPLER AND QUICKER DEVICE, AND AS AN
INTERIM SOLUTION, I WONDERED IF IT WOULD NOT BE POSSIBLE
TO REOPEN THE CONTROL TOWER AT NICOSIA INTERNATIONAL AIRPORT.
ELEKDAG SAID THAT GOT WOULD AGREE TO REOPENING OF THE
CONTROL TOWER IF IT WERE RUN BY A NEUTRAL THIRD PARTY
ASSISTED BY A GREEK-CYPRIOT AND TURKISH-CYPRIOT ADVISOR.
I SAID I WAS FAIRLY CERTAIN THAT THIS APPROACH WOULD CREATE
THE SAME DIFFICULTIES FOR THE GREEK-CYPRIOTS AS REOPENING
THE WHOLE AIRPORT WOULD UNDER THIS FORMULA AND CERTAINLY WOULD NOT
PRODUCE A SOLUTION FOR THE IMMEDIATE TIME FRAME.

6. ELEKDAG ACKNOWLEDGED THAT HIS PROPOSAL MIGHT NOT MEET
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WITH GREEK-CYPRIOT APPROVAL, BUT HE SAID THE GREEK-CYPRIOT POSITION
IS ILLOGICAL. HE SAID THE FACTS ARE THAT THE GREEK-CYPRIOT
GOVERNMENT HAS ISSUED A NOTAM OFFICIALLY SAYING IT WILL NOT
REPEAT NOT PROVIDE ATS IN THE AREA NORTH OF CYPRUS. NOW THAT
TURKS HAVE DECIDED TO PROVIDE THESE SERVICES, GREEK-CYPRIOTS
CAN REESTABLISH THEIRS AND CLAIM THAT THE TURKS ACTION HAS
CREATED CONFUSION. THE GREEK-CYPRIOTS ARE "EATING A LA CARTE,"
ELEKDAG COMPLAINED, "THEY CAN DO ANYTHING THEY WANT AND BLAME
IT ON THE TURKISH-CYPRIOTS."

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INFO OCT-01 IO-13 ISO-00 EURE-00 SSO-00 NSCE-00 USIE-00
INRE-00 CIAE-00 DODE-00 PM-04 H-01 INR-07 L-03
NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 CAB-02
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7. I AGAIN RETURNED TO THE QUESTION OF WHY THE TURKS HAD NOT USED ESTABLISHED CHANNELS TO SEEK RELIEF FOR THEIR PROBLEM. ELEDKAG'S ONLY ANSWER WAS THAT THE TFSC, NOT REPEAT NOT BEING A SOVEREIGN ENTITY, WAS UNABLE TO TAKE CASET TO ICAO.

8. I THEN SAID THAT I WAS UNINFORMED AS TO WHETHER THE GREEK-CYPRIOTS CONCEDE THEY ARE NOT PROVIDING AIR
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TRAFFIC SERVICES IN THE ZONE. BUT EVEN IF THEY DO AND EVEN IF THE TURKS WOULD THEREFORE SEEM TO HAVE AN ARGUMENT FOR SOME KIND OF RELIEF, I BELIEVED UNILATERAL ACTIONS, ADVISORY OR OTHERWISE COULD LEAD TO ANARCHY IN INTERNATIONAL AIR PROBLEMS.

(COMMENT: EMBASSY WOULD APPRECIATE BEING PROVIDED WITH WHATEVER INFORMATION DEPT. OR EMBASSY NICOSIA HAS REGARDING EXISTENCE OF GREEK-CYPRIOT NOTAMS REFERRED TO BY ELEKDAG. IF THEY EXIST, AS MY BRITISH COLLEAGUE THINKS THEY DO, WOULD APPRECIATE HAVING DEPT'S VIEW WHETHER THEY GROW OUT OF SOME ACTION THE TURKS HAVE TAKEN OR WHETHER, ON CONTRARY, TURKS HAVE BONA FIDE COMPLAINT AGAINST THEM. END COMMENT)

9. NEXT I ASKED IF THE ADVISORY ZONE WOULD BE PERMANENT OR WAS SIMPLY BEING ESTABLISHED PENDING ICAO RESOLUTION OF THE PROBLEM. ELEKDAG RESPONDED THAT THE ADVISORY ZONE WOULD BE UNNEEDED THE MOMENT THE NICOSIA INTERNATIONAL AIRPORT STARTED PROVIDING SERVICES IN THE AREA. I INTERRUPTED TO ASK

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IF THIS WOULD ALSO BE TRUE IF THE GREEK-CYPRIOTS AGREED TO PROVIDE SUCH SERVICES FROM LARNICA. ELEKDAG PAUSED FOR A FEW MOMENTS AND THEN SAID HE COULD NOT SAY THAT, POINTING OUT THAT SEVERAL THOUSAND TURKS TRAVEL THROUGH THE AREA AND THEY COULD NOT ENTRUST THEIR FATE TO GREEK-CYPRIOT AIR CONTROLLERS. I TRIED TO CONVINCE ELEKDAG OF THE IRRATIONALITY OF HIS ARGUMENT. HE PERSISTED, HOWEVER, SAYING THAT FOR 2 1/2 YEAR TURKS HAVE TRIED TO RESOLVE THIS AND OTHER SIMILAR PROBLEMS AND FOR 2 1/2 YEARS THE GREEK-CYPRIOTS HAVE DRAGGED THEIR FEET.

10. FROM HERE TO ITS CONCLUSION, OUR CONVERSATION TOOK A REPETITIVE COURSE, WITH MY CONTINUING TO URGE ROUTE OR BY DIRECT DEALINGS WITH GREEK AUTHORITIES, CONFIDENTIAL

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AND ELEKDAG, WITH INCREASING EXASPERATION, ARGUING THAT IF THE USG BETTER UNDERSTOOD THE FACTS OF THE SITUATION, I WOULD NOT BE GETTING THE INSTRUCTIONS I WAS FROM WASHINGTON. FINALLY, IN AN EFFORT TO BE CERTAIN THAT WE WERE NOT OPERATING FROM MIS-INFORMATION, I AGREED THAT EMBOFF FLANIGAN, WHO HAD ACCOMPANIED ME TO MEETING, SHOULD SIT DOWN LATER IN THE AFTERNOOD WITH OZTEK SO THAT LATTER COULD SHOW US THE TEXT OF THE GREEK-CYPRIOT NOTAMS IN QUESTION AND GO OVER MAPS AND ANY OTHER DETAILS WHICH GOT WISHED US TO HAVE.

11. FLANIGAN/OZTEK MEETING IS TAKING PLACE AS THIS TELEGRAM IS BEING PREPARED. LATER IN THE DAY, WE WILL BE SENDING A REPORT ON WHAT TRANSPIRED. MACOMBER

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Message Attributes

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Disposition Approved on Date:
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Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
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Type: TE
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